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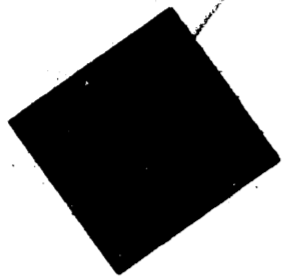
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EASTERN

F.O.  
371

1947



PALESTINE

File No. 48

pp. 1805 - 2179

1	2	3	4	5	6

Reference:-

**FO 371 / 61802**

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CLOSED  
UNTIL  
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1947

PALESTINE

E 1805

26 FEB

Registry  
Number

FROM

No.

Dated

Received  
in Registry

E1805/48/31

Legation

San Jose

11.

26/5/11/46

11 Feb 1947

28 Feb 1947

Illegal Immigration, Costa Rican Visas.

Re: Budapest letter 26/5/46 of Nov 22  
(E11826/7656/31) Encloses copy of note no 117/B  
of Jan 20, from Costa Rican Ministry of Foreign  
Affairs re the unauthorized grant of visas  
to Jews.

Last Paper.

1734

References.

(Minutes.)

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re:ce.

15 Feb. 28

(Print.)

61802

(How disposed of.)

8/ abathion. G.O  
Robertson M.I.  
March 4(Action  
completed.)

G.B.M. 4/3

(Index.)

M.B. 2/4/48

Next Paper.

E1807

32003 F.O.P.

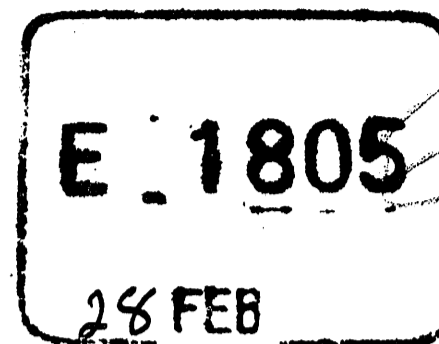
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No.11  
Ref.26/5/11/46



H.M.Minister, San José, presents his compliments to His Majesty's Principal Secretary of State for Foreign Affairs, and with reference to a letter of November 22nd (126/50/46) <sup>11826/7656/31</sup> addressed to the Eastern Department of the Foreign Office by the British Political Mission in Hungary, has the honour to enclose herewith a copy of a note, No.117/B, of January 20th, received from the Costa Rican Minister for Foreign Affairs, about the unauthorised grant of visas to Jews.

A copy of this despatch has been forwarded to the British Political Mission in Hungary.

284/48/91

British Legation,  
San José, Costa Rica.  
February 11th.,1947.

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San José, January 20th., 1947,

Monsieur le Ministre,

First of all, I should point out to Your Excellency that on May 15th, 1942, the Costa Rican Government, by **decree** No.8, broke off diplomatic relations with Hungary, and therefore regarded as suspended from office its consular agents in Hungary and the Hungarian agents in Costa Rica. Since such relations have not yet been renewed there has been no ratification or renewal of the corresponding consular warrants.

Furthermore, the principle adopted by the Costa Rican Government with regard to consular functions in the European areas under the occupation of totalitarian armies, is to abstain from renewing or authorising the renewal of consular functions by persons who previously represented Costa Rica without verifying by direct means or by reports from Allied Governments the conduct of such persons during the war, so as to be sure of the rectitude of their procedure. In the case of Messrs. Tellery, Sandor and Desider there has been no such enquiry nor has it been possible to confirm their representation.

(signed) Julio Acosta

His Excellency,  
Frederick Coultas,  
Envoy Extraordinary and  
Minister Plenipotentiary  
of Great Britain,  
San José.

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Class ..... *371*

Piece ..... *61802*

Following document(s) retained in the

Department of origin under Section 3 (4)

of the Public Records Act, 1958

*E1807/48/31*

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<p>47</p>	<p>Palestine</p> <p>EASTERN</p>	<p>E1808 /G 5</p>
<p>E1808 /48/9.</p> <p>to /on 460</p> <p>Dated 24 Feb</p> <p>Received 28 Feb.</p>	<p>Illegal immigration: Registry of ships</p> <p>Refs to Aide Memoire</p> <p>The copy correspondence with Panamanian Ambassador Feb 13 &amp; 14.</p>	
<p>Last Paper.</p> <p>E1807</p>	<p>(Minutes.)</p> <p>Copy CO. } usual names</p> <p>MI5 }</p>	
<p>References.</p>	<p>This is something, but there is usually another flag available</p>	
<p>(Print.)</p>	<p>13 Mar. 1951</p>	
<p>(How disposed of.)</p> <p>8) CO.</p> <p>in F.S.</p> <p>man.</p>		
<p>(Action completed.)</p> <p>25/9/4</p>	<p>(Index.)</p> <p>WPA.</p>	
<p>Next Paper.</p> <p>E1828</p> <p>(E2807)</p>		

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No. 460 28 FEB 1947

HIS Majesty's Ambassador at Washington presents his compliments to His Majesty's Principal Secretary of State for Foreign Affairs and has the honour to transmit to him the under-mentioned documents.

British Embassy

Washington, D. C.

...24th February....., 1947.

Reference to previous correspondence:

Aide Memoire of 19th December 1946 to Panamanian and Hondurian Ambassadors.

Description of Enclosure.

Name and Date.	Subject.
Copies of correspondence with Panamanian Ambassador February 13th and 24th 1947.	Registry of ships

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British Embassy  
Washington, D.C.

24th February 1947

Ref: 84/19/47

Your Excellency,

In the absence of His Majesty's Ambassador I have the honour to thank Your Excellency for your letter of February 13th in which you were good enough to inform him that instructions had been sent by the Government of Panama to the Panamanian Consul-General in New York to refuse Panamanian registry to the "ARTEUS" (which was subsequently discovered to be named not "ARTEUS" but "ABRIL") in order that ships flying the Panamanian flag should not be used for illegal activities.

I know that my Government will greatly appreciate the assistance which the Government of Panama has been good enough to give them in this matter and I would like to express my thanks to Your Excellency for the action which you have taken.

/ His

His Excellency  
Senor Dr. Don J.J. Vallarino,  
The Ambassador of Panama,  
Washington, D.C.

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His Excellency Dr. Alfaro will also doubtless remember the similar case of the former Canadian vessels "NORSYD", "BEAUHARNOIS" and "OWEN SOUND", which was brought to his private notice in New York. All three vessels are known to have been purchased by the United Ship Corporation of New York, whose President is Mr. H. Leon Israel. The first two were resold by the Corporation to the Kershin Shipping Corporation of New York City and transferred to Panamanian registry. The "OWEN SOUND" was resold by the same firm to a subsidiary of a Panamanian law firm, Messrs. Lombardi and Icaza, which also owns the United Ship Corporation, and sailed for the Mediterranean under the name of "CADIO". The "BEAUHARNOIS" did likewise under the name of "WEDGWOOD". As His Excellency Dr. Alfaro was informed, all three vessels are known to have been engaged in running the British blockade of the Palestine coast and have been intercepted with

/illegal

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illegal immigrants on board.

It would therefore be appreciated if the Panamanian Government could see its way to taking similar action to that taken in the case of the "ABRIL", by denying to Messrs. Lombardi and Icaza and their companies the right to place their ships under the Panamanian flag.

I have the honour to be, Sir,  
Your Excellency's most obedient,  
humble Servant,

JOHN BALFOUR

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PANAMANIAN EMBASSY  
WASHINGTON 8, D.C.

February 13, 1947.

Excellency,

I have the honour to inform Your Excellency that I have been instructed by my Government to convey to Your Excellency, with regard to the representations which Your Excellency's Embassy made about the "ARTEUS", that His Excellency the Minister of Finance has told the Chancery that instructions have been sent to the Panamanian Consul-General in New York to refuse Panamanian registry to this ship, so as to prevent ships flying the Panamanian flag from being used for illegal activities.

Please accept, Your Excellency, the expression of my highest and most distinguished consideration.

J.J. VALLARINO

His Excellency

Lord Inverchapel

Ambassador Extraordinary and Plenipotentiary,  
of Great Britain,

Washington, D.C.

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<p>1947 48 31</p>	<p>Palestine EASTERN</p>	<p>E1808 /G 11 1 MAR 1947</p>
<p><del>E 1493</del> /48/G. E 1828 COB(4Y) 32nd HQ Hiny Dated 26 Feb Received 28 Feb</p>	<p>Illegal immigration Refs to COB(4Y) 32nd HQ Hiny not entered Ctee considered proposals regarding transport of illegal immigrants from Palestine to Cyprus.</p>	
<p>Last Paper. E1808</p>	<p>(Minutes.) Services Liaison Dept. 13 Mar. 3</p>	
<p>References.</p>		
<p>(Print.)</p>		
<p>(How disposed of.)</p>		
<p>(Action completed.) 25 7/3</p>	<p>(Index.) WPH</p>	
<p>Next Paper. E1857</p>	<p>26513 F.O.P.</p>	

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COS 32<sup>nd</sup> Mtg 26/2/47

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7. TRANSPORT OF ILLEGAL IMMIGRANTS FROM PALESTINE TO CYPRUS

C.O.S.(47) 37 (0)

E1828

28 FEB 1947

(Previous Reference: C.O.S.(47) 22nd Mtg. Min. 9) 1947

(a) THE COMMITTEE took note of a letter from the Ministry of Transport agreeing to the proposals of the Chiefs of Staff regarding the provision of transport for the transfer of illegal immigrants from Palestine to Cyprus.

(b) The Secretary was informed by telephone of the concurrence of Service Ministry in a telegram to the Commanders-in-Chief, Middle East, informing them of the proposals, in (a) above, and it was therefore despatched.

✓ Sent as C.O.S.(ME) 132

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Unless the Secretary is informed by 12 noon on Wednesday, 26th February, 1947 that other action is required, it is suggested that it should be recorded in the minutes of the meeting to be held on 26th February, that the Chiefs of Staff have taken note of the attached paper.

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Copy No. *495*

C.O.S. (47) 37(0)

24th FEBRUARY, 1947

CHIEFS OF STAFF COMMITTEE

TRANSPORT OF ILLEGAL IMMIGRANTS FROM PALESTINE TO CYPRUS

Copy of a letter (Ref. T.M. 31107, dated 17th February, 1947)  
from the Ministry of Transport to the Secretary, Chiefs  
of Staff Committee

Thank you for your letter of the 7th February (Ref. COS.167/7<sup>+</sup>) about the fitted cargo ships employed in dealing with the illegal Jewish Immigrant movement.

We have now heard from P.S.T.O., Mediterranean, that the vessel selected for MALVOLIO should sail from Suez about 22nd February, and in view of the representations which have been made, we have agreed to the use of the "EMPIRE HEYWOOD" for this purpose. In order, however, to release her as soon as possible, we are anxious to take her over in East Africa for commercial service. This point is being pursued with P.S.T.O., Mediterranean.

So far as the other two fitted cargo ships are concerned, we have been advised by P.S.T.O., Mediterranean, that the first three corvettes are now ready, and it is estimated that the fourth should be ready in early March. The immediate lift available is therefore 2,560, but in view of the anxiety expressed by the Chiefs of Staff, we will agree to accept release of the second cargo ship when all four corvettes are ready, i.e. in early March.

(Sgd.) B. PICKNETT.

Ministry of Defence, S.W.1,

24th FEBRUARY, 1947.

+ COS(47) 22nd Mtg., Annex IV.

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15

1947

PALESTINE

E 1835

3 MAR

Registry  
Number

E1835/48/31

FROM

Legation

No.

La Pay

Dated

Received  
in Registry

28 Jan 1947

3 Mar 1947

Illegal Immigration, Bolivian. Vivas.  
 Refers F.O. Papering No 19 of Nov 4 1946  
 (E10454/4656/31). Gives regulations governing  
 entry into Bolivian Territory.

Last Paper.

1828

References.

(Print.)

(How disposed of.)

(Minutes.)

This is too long to pass on  
 to European posts, who have already  
 had <sup>the</sup> other reports

K B Mar. 3

La P.P. La Pay 57/47 of 6/2.

B Mar. 4

(Action  
completed)

J.P. 2/1

(Index)

K.B. 9/4/47

Next Paper.

E1857

32003 F.O.P.

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(iv) As Tourists: - Visas may be granted to persons wishing to tour Bolivia for pleasure for a period of ninety days. This period may be extended with the approval of the Ministry of Immigration.

All persons wishing to enter Bolivia must provide Bolivian consular officials abroad with the following documents or information: -

- (i) Legalized baptismal (or birth) certificate.
- (ii) Passport, with photographs and fingerprints.
- (iii) Medical and vaccination certificate.

/Police . . .

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(iv) Police certificate from last place of residence indicating that the applicant has not been convicted of any criminal offense during the past five years.

(v) Evidence that the applicant has practiced his profession or occupation during the past five years in accordance with the documents in his possession.

(vi) Capital of not less than Bs. 5,000 when the applicant wishes to enter Bolivia for permanent residence. Certain persons such as labourers, agriculturists, colonists, etc. may be exempted from this requirement by the Ministry of Immigration.

The following persons are not permitted to enter the Republic: -

- (i) Persons having infectious diseases  
Chronic alcoholics  
Epiletics,  
Blind persons  
Mentally diseased persons  
Drug addicts,  
etc.

- (ii) Persons of more than 60 years of age, unless they have someone in Bolivia to support them or are accompanied by a person able to work.

/Gypsies . . .

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(iii) Gypsies or nomads

(iv) Those who can give no evidence of a legal profession or occupation sufficient to maintain themselves, or those engaged in an occupation of an illegal or immoral character:

Prostitutes, etc.

(v) Criminals

(vi) Those who have been expelled from the Republic

(vii) Persons considered dangerous to the welfare of the country as defined in Art. 2 of the International Police Convention held in Buenos Aires on Feb. 29th, 1920 and accepted as law by Bolivia on October 16th, 1924.

(b) (i) With reference to Jewish immigrants, Supreme Decree No. 30 of April, 1940, which agreed in general to the admittance of immigrants of Semetic origin for an indefinite period, has been suspended. Applications, however, are still considered from Jewish immigrants. No special regulations cover the admittance of such immigrants, who, of course, are expected to comply with the aforementioned requirements for admittance to Bolivia. Applications for Jewish immigrants, must, without fail, receive the approval of the Ministry of Immigration.

/With . . .

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(ii) With regard to refugees, the International Committee for Refugees in London has sent an immigration expert to Bolivia to study the possibility of bringing agricultural workers to Bolivia.

While, in general, the Bolivian Government agrees to the admittance of refugees, visas must be issued individually or for family groups. In no case are collective visas authorized, being prohibited by law.

(iii) No reference is made by the Bolivian immigration authorities to "stateless" persons. In each instance, applications should be referred to the Ministry of Immigration.

(c) Bolivian consular officials abroad are not permitted to issue visas for entrance into Bolivia without prior approval by the Ministry of Immigration.

In spite of our efforts to obtain concrete and up-to-date information from the Ministry of Immigration, the above data has been compiled with considerable difficulty, because the Government are continually cancelling and/or altering Decrees governing immigration. It should be borne in mind that such rules and regulations in a country like Bolivia are constantly changing, and are applied in many instances

/with . . .

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with consideration as to the person, or persons,  
making application for the immigrant in question.

I have the honour to be,  
With the highest respect,  
Sir,

Your most obedient, Humble Servant,

(Signed) E.A. Ashton,

H.M. Chargé d'Affaires, a.i.

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1835/48/31

22

BRITISH LEGATION

LA PAZ - BOLIVIA

Ref: 57/47.

6th February, 1947

INDEXED

Dear Department,

With reference to your E.12006/7656/  
31 of 18th January, we would refer you to our  
despatch No. 7 of 28th January to His Majesty's  
Principal Secretary of State for Foreign  
Affairs.

Yours ever,

CHANCERY

Eastern Department,  
Foreign Office,  
LONDON, S.W.1.

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<p>49. 1947</p>	<p>Palestine</p> <p>EASTERN</p>	<p>E1858/G</p> <p>23</p>
<p>E1858/48/G.</p> <p>Mr. Hipham (CO.)</p> <p>to Mr. Reith.</p> <p>No. 76021/46A.</p> <p>Dated: Feb. 27.</p> <p>Recd: Mar. 3.</p>	<p><u>Illegal Immigration.</u></p> <p>Encloses copies of Palestine tele. nos. 30 &amp; 37 Savings, giving preliminary reports on the capture of the illegal immigrant ships "Mexico" &amp; "San Miguel". Any further information will be sent to Mr. Ambassador, Paris. Copies in Docks (Adm.) &amp; Mr. Chadwick.</p>	
<p>Last Paper.</p> <p>E1857.</p>	<p>(Minutes.)</p>	
<p>References.</p>	<p>Paris have had these reports. See draft instrs. to Paris on E1616/48/G</p> <p>13 Mar. 12</p>	
<p>(Print.)</p>		
<p>(How disposed of.)</p>		
<p>(Action completed.)</p> <p>25/19/3</p>	<p>(Index.)</p> <p>WPH.</p>	
<p>Next Paper.</p> <p>E1906</p> <p>(E1909)</p>	<p>30471 F.O.P.</p>	

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3 MAR 1947

Downing Street,  
S.W.1. 24

27th February, 1947.

76021/46A

E1858

Dear Beith,

I enclose copies of Palestine savingrams Nos. 30 and 37, giving preliminary reports on the capture of the illegal immigrant ships "MERICA" and "SAN MIGUEL". You will see that in neither case was there any conclusive evidence that these ships started their voyage from a French port.

The High Commissioner has promised to send any further information direct to H.M. Ambassador in Paris, who has already received copies of the savingrams. If there is anything to be gained by using arguments based on the International Safety at Sea Convention then you may think it worth waiting to see if Palestine are able to produce further information. Otherwise it

J. G. S. BEITH, ESQ.

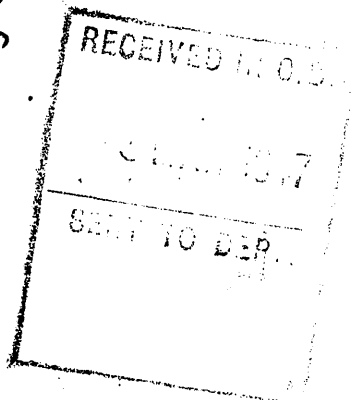
/would

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would seem better to go ahead with representations to the French at once.

I am sending copies of this letter to Dodds and Chadwick, (copy of enclosure to Dodds only).

Yours sincerely,

John Higham

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10 Clear  
SAVING

COPY

\* CS.603/11.

26

From the High Commissioner for Trans-Jordan.

To the Secretary of State for the Colonies.

Date 10.2.47.

No. 30 Saving SECRET PRIORITY

Repeated to Paris No. 57 Secret Saving with copy of enclosure.

Your telegram No. 284: MERICA.

I enclose a report by the Assistant Inspector General (Criminal Investigation Department) on the interception and capture of the illegal immigrant ship "MERICA" renamed "LANEGEV".

2. Further information on the lines indicated in paragraph 4 of your telegram will be furnished when available and repeated to His Majesty's Ambassador, Paris. It will be seen from the report that no crew was found on board: there was also no master.

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SAVING.

From the High Commissioner for Trans-Jordan.

To the Secretary of State for the Colonies.

Date 22.2.47.

No. 37 Saving.SECRET. PRIORITY.

Repeated to Paris No. 61 Secret Saving (with enclosures).

My telegram No. 352 (not to Paris); illegal immigration.

I enclose a preliminary report by the Assistant Inspector General (Criminal Investigation Department) on the interception and capture of the illegal immigrant ship SAN MIGUEL. It will be observed that so far confirmation has not been obtained of the report that she embarked the illegal immigrants found aboard her at SETE in the South of France. Any further information which may become available on this point and also on the lines indicated in paragraph 4 of your telegram No. 284 will be communicated to you and repeated to His Majesty's Ambassador, Paris.

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19th February, 1947.

**TOP SECRET**

Copies to: D.S.O.  
G.S.I.  
M.L.O.  
N.L.O.  
C.I.O., R.A.F.  
Major G.G. Reinhold, M.C.

2. The S.S. "San Miguel" then proceeded towards Haifa under her own power, but at 7.51 p.m. broke down and was therefore taken in tow. She was eventually brought into Haifa Port, tying up at the cargo jetty at 2.50 a.m. on 17th February. Arrangements for the transfer of the passengers to the s.s. "Empire Rival" had been in hand several hours and transhipment commenced at approximately 3.05 a.m., being completed in just over two hours without any untoward incident. The immigrants were mainly young people and showed no serious signs of fatigue, a large percentage disembarking cheerfully. The s.s. "Empire Rival" sailed at 6.30 a.m., the following numbers of immigrants having been transferred from the "San Miguel" to the Cyprus transport and hospital during the whole operation:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>	<u>Total</u>
Transhipped:	461	213	133	807
Removed to Government Hospital thence to Athlit Clearance Camp:	3	3	-	6

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### References:

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3. An attempt had been made to render the "San Miguel" difficult to identify. Her name on the bows had been painted out and "Helena" in Greek characters substituted. The bridge, on the other hand, bore on the front two slogans in Hebrew, "Immigration - we will immigrate" and "Hagana ship - freedom" whilst the sides were inscribed with gibes "Nelson - look at your British heirs" and "You poor British heroes". Although the vessel is now also known by a Hebrew name "Hama'apil Ha'almoni" (Unknown Refugee) there was no evidence on board to this effect.

4. All available space below decks had been utilized for sleeping accommodation in a manner similar to previous arrivals and provisions were of American origin. Wireless aerials were found in position together with spare aerials on board but wireless equipment had apparently been jettisoned prior to arrest. No crew was found at the time of boarding but a number of charts were located later during a search of the ship and these may indicate the voyage after detailed examination.

5. The "San Miguel", formerly "Runeberg", is of 472 gross registered tons. She has been a suspect vessel since the end of October, 1946 and was lastly reported to have sailed from Sete in the south of France with Jewish passengers on 4th or 5th February, 1947. It was not found possible to obtain confirmation of this from the refugees.

(Sgd.) R.C. Catling

for A/ASSISTANT INSPECTOR GENERAL,  
(C.I.D.)

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Copy No.1.  
HEADQUARTERS  
THE PALESTINE POLICE FORCE  
(CRIMINAL INVESTIGATION DEPARTMENT)  
JERUSALEM.

No.100/348/GS

12th February, 1947.

TOP SECRET

CHIEF SECRETARY.

Copies to: D.S.O.  
G.S.I.  
N.L.O.  
Major G.G. Reinhold, M.C.

On 9th February, 1947 at 2.44 a.m. after having been under observation for some hours by ships of the Royal Navy, the motor sailing vessel "Merica" was intercepted on the high seas at a point approximately nine miles west of Caesarea and found to be carrying a large number of passengers. A boarding was effected by personnel of the Royal Navy and at 5.04 p.m. the "Merica" was towed across the 3 mile limit by one of H.M. ships. She was brought into Haifa Port and tied up at the quayside at 8 p.m. when transshipment of the illegal immigrants to the Cyprus transport, s.s. "Empire Heywood", commenced almost immediately.

2. The naval boarding party encountered a certain amount of resistance and was obliged to use tear smoke and small arms fire to effect the arrest of the illegal vessel. Broken bottles and other missiles were thrown by the immigrants at the boarding party who introduced tear smoke but the canisters were promptly thrown overboard. A volley of small arms fire was then directed across the vessel which enabled the boarding to be accomplished. One naval officer was injured in the hand whilst four ratings received slight cuts from flying glass. The immigrants sustained four casualties, one man being wounded in the thigh by a ricochet and three others receiving skull injuries. One of the latter succumbed to his wounds in hospital at noon on 10th February.

3. The transshipment of the illegal immigrants to the s.s. "Empire Heywood" was effected quietly and was completed in two hours. A number of women showed signs of hysteria and a few men had to be dragged down the gangways of the "Merica" but the troops conducting the operation employed no harsher methods than were necessary to coerce these delinquents off the vessel. The "Merica" was cleared of all immigrants by 10 p.m. with the following result:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>	<u>Total</u>
Transhipped	395	181	60	636
Stretcher cases transhipped	9	11		20
Removed to Govern- ment Hospital	1	3		4
Removed to 42nd Military General Hospital	4	(one man has since died)		4
Total:	409	195	60	664

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Reference:-

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**Ex "Franco"**  
**Wooden Brigantine, 292 G.R.T.**  
**Built 1875, owners Ernesto Lena.**  
**Port of registry, Genoa, Italy.**

(Sgd.) R.C. Catling  
for A/ASSISTANT INSPECTOR GENERAL  
(C.I.D.)

1 2 3 4 5 6  
 1 2  
 1 2  
 Reference:- **FO** 371 / 61802

1947

Palestine

E1906 / G 32  
14 MAR 1947

50.

EASTERN

E1906/48/5.

H.M. Cons. Gen.,  
Marseilles.

no. 42.

Dated: Mar. 1.

Rec'd: Mar. 4.

Illegal Immigration.

Refers to Marseilles tel. no.  
20 of 18/1 (E736/48/5). Reports that the  
"Abriel" leaves Port de Bouc on 1/3  
with 600 Jews on board, & that the  
nominal destination is South  
America.

Last Paper.

E1858.  
(E1055)

References.

(Minutes.)

Copy CO  
Adm. ) usual names  
MUS )

& resubmit, pre

B Mar. 4

(Print.)

(How disposed of.)

3) C.O.  
His  
Sally ✓ 5 March

This will be another case  
to take up in Paris - it will  
join the Ulla, Maria & San  
Miguel in our next representations

B Mar 6

(Action  
completed.)

25/13

(Index.)

Wpt.

Next Paper.

E1909

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Reference: - **FO 371 / 61802**

DEPARTMENTAL NO. 1.

**Cypher/OTP**

FROM MARSEILLES TO FOREIGN OFFICE

His Majesty's Consul-General

No: 42

No: 42 D. 3. 20 p.m. 1st March, 1947.  
1st March, 1947. R. 5. 35 p.m. 1st March, 1947.

1st March, 1947.

R. 5. 35 p.m. 1st March, 1947.

Repeated to Paris No. 47.

11111

**SECRET**

My telegram No. 20 to Foreign Office January 18th.

Abril leaving Port de Bouc mid-day today with 600 Jews on board. Nominal destination South America. Source non secret. Malta informed.

[Copy sent to Middle East Secretariat].

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Class ..... *371* .....

Piece ..... *61802* .....

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...

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of the Public Records Act, 1958

*E1909/48/31*

*E1949*

*E1950*

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Reference:- **FO 371 / 61802**

83

E

34

E 1951

1947

PALESTINE

Y. MAR

54

Registry  
Number

FROM

No.

Dated

Received  
in Registry

E 1951/48/31

4.0

Memo

3. Mar 1947  
7. Mar 1947Jewish Immigration.transmits memo on External Policy  
for Jewish Immigration.

Last Paper.

E 1950

References.

(Print.)

(How disposed of.)

(Minutes.)

Please enter white.

Top copy taken to Moscow by the  
Private Secretary.

H.B. 5/13

(Action  
completed.)

(Index.)

Next Paper.

1989

26513 F.O.P.

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Reference:-

**FO 371 / 61802**

5 MAR 1947

**TOP SECRET**

PALESTINE

## Interim Policy For Jewish Immigration

We understand that the Colonial Secretary is giving consideration to the <sup>request</sup> ~~question~~ of the Jewish Agency for an increase in the quota for Jewish immigration into Palestine during the interval between now and September. It is the opinion of the department that the arguments against any such increase heavily outweigh its possible advantages. These arguments are summarised below.

1. The minutes of the last meeting of the Anglo-Arab Conference at 1, Carlton Gardens record the Secretary of State as saying: "His Majesty's Government's attitude was that the status quo should be maintained during the period before the matter was submitted to the United Nations Organisation." To this Jamal Bey Husseini replied that the status quo should mean the White Paper, to which in his view the British Government were still bound. There should therefore be no Jewish immigration at all pending the submission of the Palestine problem to the United Nations. The Secretary of State is then recorded as saying: "His Majesty's Government felt that the continuance of a small immigration quota until the United Nations reached a decision would not upset the situation in Palestine very much, but what had been said in this connection would certainly be considered."

In the light of this record, it seems clear that the Arabs left London with the impression that the present quota of 1500 a month would be maintained, but that its reduction or suppression would at least be considered. They would regard a decision to increase it as a breach of faith.

2. The Arab delegates, although of course not satisfied with the results of the London Conference, were reasonably

happy/

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Reference:-

**FO 371 / 61802**

happy about the reference to the United Nations, and there is a good prospect that relations between the British and the Arab delegations at the General Assembly will be amicable. An increase in Jewish immigration during the interval might, however, create serious ill-feeling between them. This is a situation which we are most anxious to avoid.

3. An increase in Jewish immigration would have a provocative effect on the Arab population of Palestine, and might cause the Mufti's supporters to resort to violence.

4. Since we have publicly referred the Palestine problem to an international tribunal, it would be more correct for us to maintain the status quo until that tribunal has given judgment. Any change of policy in the interval would expose us to criticism; especially if, as a result of that change of policy, the debate in the General Assembly were to take place against a background of violence in Palestine.

5. A concession to the Jews on immigration at this time would be interpreted throughout the world as a concession to terrorism.

6. An immigration quota of 4,000 a month for two years, ~~was~~ formed one element in the latest British plan. To give effect to this proposal in the absence of agreement upon the plan as a whole would be to do precisely what we refused to do when, after the Anglo-American Committee had reported, President Truman asked us to admit the 100,000 without waiting for agreement on the Committee's report as a whole.

7. The possibility must be faced that the General Assembly will not reach a decision by September and will ask us to maintain an interim administration in Palestine for a longer period. In that event, we should have established a new status quo with a higher level of immigration, and over a longer period this might have even more serious consequences.

It/

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-3-

It may be suggested that an attempt should be made to obtain Arab acquiescence in a higher interim rate of Jewish immigration. But we know already that the Arabs would refuse. If we intend to abide by the results of our consultation with them, we might as well turn the proposal down at once; and if we ~~do~~ not intend to take account of Arab objections, it would be better not to consult them.

3rd March, 1947.

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<p>55 31</p> <p>E 1989/48/G.</p> <p>Minute Sir N. Brook Tay</p> <p>Dated 17 Feb Received 25 March</p>		<p>Palestine</p> <p>EASTERN</p>	<p>E 1989 /G 38</p> <p>6 FEB 1991</p>
<p>Last Paper.</p> <p>E 1951</p> <p>References.</p> <p>(Print.)</p> <p>(How disposed of.)</p>		<p>(Minutes.)</p> <p>243. 9/3</p>	
<p>(Action completed.)</p> <p>24/3</p>	<p>(Index.)</p> <p>leg.</p>	<p>Next Paper.</p>	

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Keep for <sup>Entered</sup> ~~the~~   
 Mr. Henniker S/S 39

I understand from the C.O. that the Colonial Secretary is preparing a Cabinet Paper on this subject, and that he will may wish to raise it at next Thursday's Cabinet.

The Colonial Secretary will be out of London until Tuesday morning.

Mr Bailey  
Thank you for the position about this i.e. that the S/S has persuaded Mr Creech. S/S Jones not to put in a paper just now. I understand that the Col. Sec. is submitting a paper on inter-arrangements for Palestine - covering immigration

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SECRETARY Colonial Secy later. You will not  
therefore be raising the matter in Jth.  
Cabinet yet. Is this correct? 17/2  
The Colonial Secretary was anxious that the

I think it is very important that we should have a definite Cabinet decision on this point before the debate on Palestine takes place in the House of Commons. We are bound to be asked then what our policy will be in the interim period; and any sign of uncertainty on our part, particularly over immigration, is bound to upset the Arabs and sharpen the appetite of the Jews. (It would have been convenient if we could have been able to make our position clear on this point when the statement is made in the House of Commons tomorrow; but, if any supplementary Questions are asked

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G. R.

41

about this tomorrow, it would probably suffice to promise a definite reply in the forthcoming debate).

I therefore recommend that the Cabinet should be asked to take a firm decision on this point at one of their meetings this week - either tomorrow or on Thursday. If the Colonial Secretary thinks it necessary to talk to the Jews before the Cabinet decision is taken, he ought to make arrangements to do so at once.

If you agree with the views expressed in this minute, perhaps you would speak to the Colonial Secretary in this sense.

Norman Brooks

Mr Bailey. The SFS has said that he does not think it desirable to raise this question in Cabinet now. I have so informed Sir N. Brook.

17th February, 1947

JB.  
21/2.

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<p>57 1947 31</p>	<p>Palestine EASTERN</p>	<p>E1991 / G 42 6 MAR 1947</p>
<p>E1991/48/G.  Com Gen Tunis 40 E Dept 530/558/11  Dated 26 Feb Received 6 March.</p>	<p>Illegal immigration: S.S. Muna  Quick summary of information regarding the S.S. Muna's call at Sousse.</p>	
<p>Last Paper.  (E1990 E1646) References.</p>	<p>(Minutes.)  Copy Co Adm. } used names MIS }  13 Mar 6</p>	
<p>(Print.)</p>		
<p>(How disposed of.)  B) C.O. Adm. MIS ✓ 11 March</p>		
<p>(Action completed.)  25 1/3</p>	<p>(Index.)  W.H.</p>	
<p>Next Paper.  (E2044)</p>		

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Reference:--  
**FO 371 / 61802**

530/558/11

TUNIS

26th February, 1947.

1999

Dear Eastern Department,

6 MAR 1947

S.S. " ULUA " 412 reg.tons <sup>E</sup>  
Honduras flag, registered at LA COIBA.

Call at Sousse for the taking on of supplies authorised, so it is believed, by the local authorities for the minimum length of stay required for such an operation.

Ship's papers gave next port of call as Genoa then Palestine. 660 passengers on board of whom 400 were women.

2. Unfortunately the Vice Consulate at Sousse did not learn of this ship's call until the 18th February when he informed this Consulate General.

Yours ever,

Tunis Consulate General

The Eastern Department,  
Foreign Office,  
London S.W.1.

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Reference:- **FO 371/61802**

87

E

E 2066

44

1947

PALESTINE

19 MAR

Registry  
Number

FROM

No.

Dated

Received  
in Registry

E 2066/48/31

J. M. Martin

Colonial Office

76021/54/47

7 Mar 1947

10 Mar 1947

Interception of Illegal Immigrant Ships.  
 Transmits copy of letter from Higham to  
 HS. LEMAITRE of Mar. Y. Referring to the  
 letter of 25 Feb to Higham (E1778)  
 48/9) reserves interception of ships on  
 the high seas in violation of  
 international law.

Last Paper.

1991

References.

1680/84/21

(Print.)

(How disposed of.)

(Action  
completed.)

(Index.)

GA  
 7/4/47

9/4/48

Next Paper.

2074  
 (E 2996)

(Minutes.)

See E2119 &amp; minute

HS. Beims  
 Mar 12

19/3

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FO 371 / 61802

45  
112  
Ltr  
Sum  
per  
73

With the compliments of  
— the Under Secretary of State  
for the Colonies.

E 2066  
10 MAR

Colonial Office,  
Downing Street,  
7. 3. 1947.

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FO 371 / 61802

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S.W.1.

76021/54/47

**SECRET**

As you will be aware from Beith's letter to Higham of the 25th of February, the Foreign Office legal adviser considers that the interception of illegal immigrant ships on the high seas, with the agreement of the flag States concerned, would be covered under international law. I understand, however, that the Board of Admiralty have certain doubts regarding both the legality and the advisability of such a course.

H.S. LEMAITRE, ESQ., C.B.

You/

FO 371 / 61802

Reference:-

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47

You will also not be unaware of the difficulties caused by the present Jewish practice of applying for writs of Habeas Corpus in an endeavour to prevent the deportation of immigrants to Cyprus. Fortunately these attempts have so far been unsuccessful and I now learn that the High Court have rejected an application which was made following the arrival of the "Ulua". However, considerable inconvenience is caused by the necessity of keeping the immigrants on board ship within territorial waters pending the hearing of these cases and the fact that proceedings before the Court are being taken does not in any way help to lessen the emotional tension in Palestine.

There have, as you know, been persistent rumours of an attempt to run a squadron of ships through to Palestine in company. No doubt this would be a difficult feat of seamanship for the crews of such illfound vessels, but I imagine the possibility must be taken seriously. Recent evidence of such an attempt is more circumstantial than any we have previously had. In addition we must prepare for the early arrival of a considerable number of ships and immigrants and there is a possibility that three at least are now on their way to Palestine. Reliable reports place the probable number of immigrants for whom ships are now available as 25 - 30,000 while it is quite possible that 10,000 of these may arrive within the next few weeks. The coming weeks may therefore bring great practical difficulties in the way of receiving these ships at Haifa and arranging for the trans-shipment of immigrants to Cyprus, and we should be very reluctant to abandon, without the most compelling reasons, a proposal which, although

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The question is, we submit, of great importance and urgency and we should be grateful for an early expression of the Admiralty's views. It may be that, before reaching a final decision, you would prefer the legal aspect to be submitted to the Lord Chancellor. If so, I am sure that my Secretary of State would concur in the proposal.

Yours Sincerely,  
Jim Martin

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**Reference:-**

FO 371 61802

1947 58		Palestine EASTERN	E2074 /G 49
E2074/48/G.  Mr Dodds Havana 38 Dated 6 March Received 10 March		Illegal immigration  Refs to F.O. 6130 (E1275/48/G) Reports that visas used by immigrants were forged.	
Last Paper. (E1991)		(Minutes.)  Copy to Adm. } Co } M15 } usual names	
References.		with copy of tel. under refce.	
(Print.)		NA Dept. 13 Mar 11	
(How disposed of.) 1) Adm. Co M15 with F.O. 6130 No. 30. 13 March 2) Stockholm 128 21 March		We might perhaps mention en passant to the Swedes that the visas were forged? (signed) F. B. A. Rundall. 17/3	
(Action completed.) 25/2/53	(Index.) WGA	Copy this tel. to Stockholm refce. 13 Mar. 19	
Next Paper.  E140 (E2720)		28888 F.O.P.	

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Reference:-

FO 371 / 61802

10 MAR 1947

E

E2074

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Cypher/OTP

DEPARTMENTAL NO. 2

FROM HAVANA TO FOREIGN OFFICE

Mr. Dodds

No. 38

6th March, 1947

D. 1.00 p.m. 6th March, 1947

R. 8.02 p.m. 6th March, 1947

ddddddd

Your telegram No. 30. → E1275/48/9

Restricted.

Cuban Government inform me that these visas are forged. Cuban Consulate at Antwerp where they are said to have been issued was closed at the time. Cuban Government are not in a position to guarantee that there will be no repetition of these forgeries but have asked for the help of foreign Governments.

Translation of Cuban note follows.

RECEIVED FOR

10 MAR 1947

12. 12. 1947

TO DEPT

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FO 371

61802

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88 A

# E

E 2119

# Man

PALESTINE

1047

**Registry  
Number**

1 E2119/48/31

**FROM**

Admiralty  
banned.

No.

*Dated*

Received  
in Registry

11. Mai 1944

Interception of Illegal Immigrant Ships.  
Transmit copy of letter from A.P. Le Maître  
Admty to J. Martin G.O. N.059695/47  
of Mar. 4, referring to letter from Mr. Higham  
to Mr. Reich 76021/54/47 (E 1378/48/9). States  
Admiralty are very unwilling to interfere  
with the fundamental principle of the freedom  
of the seas.

## Last Paper.

2074

## References.

(Print.)

(How disposed of.)

~~apt. Wharton  
C.O.  
from Dr. L. Moore  
April 1  
8/41 Re Wharton  
Adm'ty.  
April 1~~

(Action completed.)

95/11/4

(Index.)

9/7/48

## Next Paper.

E 21 ~~40~~

(Minutes.)

Please see also the Colonial Office letter in E 2066. Both this and the Admiralty letter within are dated March 7th and it appears that the Colonial Office, aware that the Admiralty were blowing cold on the latest proposal about the diversion of illegal immigrant vessels to Cyprus, decided to get their shot in at the same time.

The proposal at issue emanates from the Colonial Office (see Mr. Higham's letter of February 12th in E 1378/48/G). It is that we should approach the Government under whose flag ~~that~~ an illegal immigrant ship is registered with a view to securing their permission that the ship be diverted to Cyprus, thus avoiding the bloodshed and unpleasantness arising from transshipment for Cyprus at a Palestine port. The Legal Adviser agreed that we should be covered under international law by this procedure and we therefore offered to try the proposal out. Nothing came of the first test case, the "Ulua", since there was some confusion as to whether she was in fact registered under Honduras flag or not. The Honduran Government at first said she was not, and later informed our representative that her registry had in fact been provisionally extended from November, 1946, for six months. Meanwhile, the ship arrived in Palestine waters at the end of February and Admiralty doubts were already being expressed about the legitimacy of the whole procedure. These doubts are now set forth within.

Perhaps the Legal Adviser will kindly give us his opinion on the legal arguments employed by the Admiralty. The Colonial Office suggest in their letter that the question might ~~again~~ be submitted to the Lord Chancellor and it would seem desirable in any case that this should be done, since the latter's opinion was secured on the previous Admiralty proposal for the diversion of three classes of illegal immigrant vessels.

Legal Adviser. *first*  
32003 F.O.P.

J. G. S. Beith I do/  
(J. G. S. Beith)  
12th March, 1947.

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**Reference:**

FO 371 61802

52

I do not think there is really anything in the Admiralty's points. It is paragraph 4 of the letter which shows their weakness. If you arrest a Honduran ship on the high seas, then prima facie Honduras has a legitimate complaint against you. If she has consented to your doing so, then she can make no complaint and it is really quite immaterial whether her consent takes the form of a formal treaty or any other form. If there were anything in the Admiralty objections it would be another point and that is you may have a Honduran ship which is, say, American owned, so that, though Honduras cannot complain, the United States may. Here again, legally I think there is an answer, namely that, where treaties have been concluded for arrests on the high seas and the United States has concluded such treaties, the consent of the flag state alone has been found to be sufficient. The Admiralty, of course, now have gone hyper-cautious after having been on the other occasion a bit over-rash. There is nothing, as far as I can see, to prevent the Colonial Office writing to the Lord Chancellor if they wish to do so. Personally, I think that there will be so few cases where you get the consent of the flag state that I wonder if it is worth the trouble. Here we received the consent of the flag state too late for it to be of any use.

*W. B. Bennett*  
12th March, 1947.

By all means let us encourage the C.O. to submit the question to the Lord Chancellor. The general tenor of the recent Defence Committee conclusions calls for a more active policy. I think we should aim

- (a) at getting certificates of registration removed from as many ships as possible
- (b) at getting approval for interception on the high seas of ships without certificate of registration and (c) ships whose govt. registry has agreed to interception.

*W. B. Bennett*

*W. B. Bennett*

Please draft accordingly

Draft submitted to the CO  
Want Mr. Bennett's views. W. B. Bennett 25/3

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53



E 2119

MAR

of

7th March 1947

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**Reference:-**

FO 371 / 61802

Copy No. 2

54

M. 059695/47  
TOP SECRET

U.S.S.  
Admiralty, S.W.1

7th March, 1947

Dear Martin,

E1378/48/9

Would you please refer to Higham's letter of the 12th February to Beith, a copy of which was sent to Dodds (76021/54/47). As you know the application of the proposed policy to the recent case of the ULUA was overtaken by the arrival of the ship off Palestine.

2. In the meantime, however, we have been considering the general question. I need hardly say that the Admiralty are very unwilling to interfere with the fundamental principle of the freedom of the seas which Lord Stowell described as follows:-

"In places where no local authority exists where the subjects of all states meet upon a footing of entire equality and independence no one state or any of its subjects has a right to assume or exercise authority over the servants of another".

J.M. Martin, Esq., C.B., C.V.O.,  
Colonial Office,  
Downing Street,  
S.W.1.

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Reference:-  
**FO 371 / 61802**

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Reference:- **FO 371/61802**

(SGD.) A. S. LE MATTRE

Registry  
No. E 2119/48/31

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open.

*Draft*  
*J.M.*  
J.G.S.B.  
Mr. Martin,  
Colonial Office

(From Sir R. Howe)

NOTHING TO BE WRITTEN IN THIS MARGIN.

*WGB 26/3*  
*Legal Adviser*  
*first*

*JB Mar 26*

*D. Evans 27/3*

*Copy Mr. J. Martin*  
*(Adm)*

*WGB 27/3*

OUT FILE 31

*March*  
March, 1947.

56

Dear Martin,

You may care to have the views of our Legal Adviser on the legal arguments stated in Le Maitre's letter of March 7th to you about the interception of illegal immigrant vessels with the consent of the flag State.

Beckett points out, with reference to paragraph 4 of the Admiralty letter, that in his view the position is as follows. If you arrest, say, a Honduran ship on the high seas, then prima facie Honduras has a legitimate complaint against you. If, however, she has consented to your so doing, then she can make no complaint and it is really quite immaterial whether her consent takes the shape of a formal treaty or any other shape. If there were anything in the Admiralty objections, it would be on another point, i.e. that you may have a Honduran ship which is, say, American-owned, so that, though Honduras cannot complain, the United States may. Here again Beckett thinks that there is a legal answer, namely, that where treaties have been concluded for arrests on the high seas - and the United States have concluded such treaties - the consent of the flag State alone has been found to be sufficient.

In the circumstances, there is nothing, so far as we can see, to prevent the Colonial Office taking the matter to the Lord Chancellor if they wish to do so. There may, ~~however~~ <sup>indeed</sup>

be/

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be very few cases where we shall succeed in securing the consent of the flag State <sup>and</sup> ~~it~~ <sup>although</sup> ~~is perhaps questionable whether the matter is~~ <sup>we would</sup> ~~worth pursuing, especially as it will only~~ secure ~~us~~ the relative advantage of early diversion to Cyprus and not the final immobilisation of a potential illegal immigrant ship, <sup>we nevertheless think the matter is worth pursuing</sup> <sup>in short</sup> ~~Meanwhile~~, we think we should aim:-

- (a) at getting certificates of registration removed from suspect ships;
- (b) at securing approval for interception on the high seas of (1) ships without certificates of registration and (2) ships whose flag State has agreed to interception.

*I am sending a copy of this letter to Le Maître.*

*125/24  
27.3*

Yours Sincerely

*(Sgd) R. G. Howe.*

NOTHING TO BE WRITTEN IN THIS MARGIN.

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(E.2119/48/31).

1st April, 1947.

Dear Martin,

You may care to have the views of our Legal Adviser on the legal arguments stated in Le Maitre's letter of the 7th March to you about the interception of illegal immigrant vessels with the consent of the flag State.

Beckett points out, with reference to paragraph 4 of the Admiralty letter, that in his view the position is as follows.

If you arrest, say, a Honduran ship on the high seas, then prima facie Honduras has a legitimate complaint against you. If, however, she has consented to your so doing, then she can make no complaint and it is really quite immaterial whether her consent takes the shape of a formal treaty or any other shape. If there were anything in the Admiralty objections, it would be on another point, i.e. that you may have a Honduran ship which is, say, American-owned, so that, though Honduras cannot complain, the United States may. Here again, Beckett thinks that there is a legal answer namely, that where treaties have been concluded for arrests on the high seas - and the United States have concluded such treaties - the consent of the flag State alone has been found to be sufficient.

In the circumstances, there is nothing, so far as we can see, to prevent the Colonial Office taking the matter to the Lord Chancellor if they wish to do so. There may, indeed be very few cases where we shall succeed in securing the consent of the flag State and although we would only secure the relative advantage

/ of

J.M.Martin, Esq.,  
Colonial Office.

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of early diversion to Cyprus and not the final immobilisation of a potential illegal immigrant ship, we nevertheless think the matter is worth pursuing.

In short, we think we should aim:-

- (a) at getting certificates of registration removed from suspect ships;
- (b) at securing approval for interception on the high seas of (1) ships without certificates of registration and (2) ships whose flag State has agreed to interception.

I am sending a copy of this letter to Le Maitre.

Yours Sincerely

(Sgd) (R.G.Howe).

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<p style="text-align: center;">1947</p> <p style="text-align: center;">60</p>	<p style="text-align: center;">Palestine</p> <hr/> <p style="text-align: center;">EASTERN</p>	<div style="border: 1px solid black; padding: 5px;"> <p style="margin: 0;">E2141 /G 60</p> <p style="margin: 0;">11 MAR</p> </div>
<p>E2141 /48/G.</p> <p>Mr Nigham C.O. to Mr Beith</p> <p>Dated 6 March Received 11 March</p>	<p>Illegal immigration : S.S. Abel</p> <p>Refs to Palestine to 489 (F2082/24/31.</p> <p>Attaches draft tel in reply and requests F.O. concurrence. Raises matter of Cuban visas.</p>	
<p>Last Paper.</p> <p>E2140.</p>	<p style="text-align: center;">(Minutes.)</p> <p style="text-align: center;">Co. tel. was duly sent 13 Mar 47</p>	
<p>References.</p> <p>E843/48/G.</p>		
<p style="text-align: center;">(Print.)</p>		
<p style="text-align: center;">(How disposed of.)</p>		
<p>(Action completed.)</p> <p style="text-align: center;">D.F. 15/13</p>	<p>(Index.)</p> <p style="text-align: center;">W.F.</p>	
<p>Next Paper.</p> <p style="text-align: center;">E2248</p>		

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1947

Seen by Mr Evans: E  
Concurred in CO draft  
subject to various drafting points  
107 SECRET 13 Mar 7

Downing Street,  
S.W.1.

6th March, 1947.

E2141

11 MAR.

Dear Beith,

We discussed on the telephone Palestine telegram No. 489 about the ABRIL. I attach a draft telegram we proposed to send in reply and I should be grateful for your early concurrence and that of Dodds and Chadwick, to whom I am sending copies of this letter.

The draft has been prepared on the assumption that since the French were under no legal obligation to prevent the departure of these people it is out of the question to consider shipping them back to France in a British ship. I should be grateful for your confirmation that this is in fact the position.

In his memorandum E843/48/G of the 31st January, your legal adviser made out a case in international law for pressing our requests to foreign Governments to stop illegal immigration. I presume that there could be no question of using this international law argument as a pretext for dumping these Jews back into France.

Chadwick mentioned on the telephone that he thought the ABRIL passengers had Cuban visas. Is it the duty of the French to ensure that no one leaving their territory has a visa? (We know of course that the French have denied that it is their duty to check the authenticity of visas) If it can be proved that these

J. G. S. BEITH, ESQ.

/persons

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persons were given Cuban visas and yet were found attempting to enter Palestine, would you consider that gave us any right to expect the French to accept them back.

We wish to be on the firmest grounds in replying to the High Commissioner, and naturally if you feel after consulting Paris, to whom the High Commissioner has sent a copy of his telegram that an approach to the French Government would be worth while we should wish action to be taken. If however, as I fear, you feel that there is nothing to be done, then I think the draft enclosed makes the best case we can put up to the High Commissioner.

Yours sincerely,

John D. Graham

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Higham

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TOP SECRET  
IMMEDIATE.

SAVING TELEGRAM

CIPHER

SH COMMISSIONER,  
JERUSALEM.

Repeated  
H.M. Ambassador,  
Paris. Governor  
Cyprus, C.inC.  
Mediterranean.

Your telegram No. 489, repeated to Paris  
No. 281, Cyprus No. 25 and C. in C.  
Mediterranean, No. 282.

As you are aware the question of turning  
back illegal immigrant ships to their  
ports of origin was considered as a result  
of your telegram No. 1212 of the 25th of  
July, 1946. (Not to all addressees) The  
suggestion was not considered feasible  
both in view of the practical legal  
difficulties of diverting ships of this  
nature and because there was no obligation

/on

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on countries of origin to accept return  
of Jews who were not their nationals.

It might be feasible to transport these people to France in British ships but the second and principle difficulty still remains, and is in my opinion and that of the Foreign Office unsurmountable.

I can only suggest that if security authorities are able to separate potentially dangerous passengers they should be removed and placed in special detention quarters in Palestine. Although revisionist organizers of ABRIL would doubtless attempt to transport as many of their sympathisers as possible there is no evidence that passengers are in fact of any different calibre or political convictions than the general run of illegal immigrants.

**SECRET.**

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90 A

E

E 2179

13 MAR

1947

PALESTINE

Registry  
Number

FROM

No.

Dated

Received  
in Registry

E2179/48/31

P.O.

banned.

13 Mar 1947

Illegal Immigration

Palatine tel 515 of Mar. 9. Discusses  
the illegal immigrant situation in  
Palestine. Interruption of ships,  
movement of immigrants to Cyprus.  
Makes further suggestions re dealing with  
immigrant traffic.

Last Paper.

2/14/

References.

(Print.)

(How disposed of.)

(Action  
completed.)

J. E. H. 2/14/48

(Index.)

9/14/48

Next Paper.

2248

(Minutes.)

Mr Beelen

This has no doubt led,  
inter alia, to the Defence  
Committee's recent instructions

N. S. Beinen

Mar 13

Yes. And the effect of these  
instructions is to postpone a decision on  
the issue raised by the High Commissioner  
in regard to this telegram. He is clearly afraid  
that, if the quota is not increased, the  
system of defences against the entry of illegal  
immigrants will break down. But I should  
have thought it better, from the point of view  
both of Anglo-Arab relations and of our case  
before the United Nations, to make even an

32003 F.O.P

/unsuccessful

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# INWARD TELEGRAM

E 2179

13 MAR

FROM PALESTINE (General Sir A. Johnston)

TO U. OF S. COLONIES

D. 9th March, 1947.

1410th " " 07.00 hrs.

## IMMEDIATE

No. 515 Top Secret and Personal.

The information contained in paragraph 3 of your top secret and personal telegram of 6th March reached me from intelligence source the day before yesterday in (3 corrupt groups (secret telegram estimating) immigrants in camps ready for embarkation and ships thought to be available to embark about 25,000 at short notice. This necessitated urgent review of the whole deportation scheme, not only because present accommodation at Cyprus will only take 7,000 more, but also from the point of view of security force and intelligence arrangements for interception. I therefore held meeting of G.O.C., Naval Commodore and A.O.C. to examine whether our resources would allow, apart from accommodation, interception and deportation in the case of immigration on the scale which is indicated by the figure above and at rate which now seems possible. Question was examined on the basis of 100% security spotting in prevention of forcing blockade and deportation.

2. It was the Naval Commodore's view that boarding of ship and gaining control within the three mile limit, before ship beached herself, could never be guaranteed. No increase in naval force would ensure against grounding sooner or later. His present force and signal arrangements were fully employed on intercepting one ship. Twice the force and facilities and staff would give similar chance of intercepting two ships, but arrest could never be certain. He stressed that with the faster ships now being used in the light of more determined resistance, dangers of (2 corrupt groups) of immigrant ships with consequent loss of life was greatly increased. As far as transports were concerned, if all available were in commission only 3,000 immigrants could be (group omitted) in/

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in any one week. This latter point brings up the question of what could be done with the surplus if there are not enough transports to deport them at once. Only course is to land them and keep them at Atlit, which will only take 1,500. I need hardly stress the tension which would arise here both in local population and the immigrants themselves if immigrants once landed were again to be placed in ships and sent to Cyprus. As you will know, the Jews are now harping on this matter.

3. You will appreciate that the Navy is dependent on the Air Force for spotting ships. With present resources, search can be carried out by the R.A.F. for half the days in the month. The requirement is daily search. The A.O.C. informs me that this would entail major increase in key personnel and 100% increase in flying of aircraft.

4. (corrupt group ?The) Army consider they are in position to deal with any ship which beaches herself, but it must be recognised that it is possible, if not probable, that armed clashes with Palmach will occur in this case, and we will still be faced with consequences of deporting immigrants after they have landed.

5. The situation, therefore, as far as the Services are concerned is that the Naval Commander will not guarantee 100% security under any conditions and R.A.F. requires considerable augmentation before it can do so.

6. (?Arrangements for) civil requirements. I have already mentioned the fact that there is now accommodation in Cyprus for 7,000 immigrants. This might mean only four or five shiploads and we already know of one ship and two more on the way. If therefore the deportation scheme is continued, it is a matter of extreme urgency that I should be informed where any immigrants after the present Cyprus accommodation is full shall be sent. Furthermore, Palestine budget is already over burdened by the cost entailed in respect of deportations up to the present. It is now faced in addition with considerable losses (which cannot yet be determined accurately) due to the imposition of martial law. I am, therefore, extremely doubtful whether it could bear continued and increased charges on account of immigrants and enable even a semblance of good administration to remain in the unaffected parts of the country. I must emphasise again that, when this deportation scheme/

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# INWARD TELEGRAM

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scheme was instituted, it was never contemplated that it would have lasted more than six months.

7. There are only two alternatives: either the deportation scheme is to go on or the quota increased. If the first alternative is adopted, it will entail immediate arrangements for extra accommodation, increase in security services, and acceptance of the fact that Palestine will probably not be able to pay. Furthermore, there will be no amelioration of the security situation here which indeed will worsen. Indications at the moment show that the Jews are determined to endure martial law without giving the full co-operation which is so necessary to stamp out terrorism. If it is decided that the deportation scheme is to be continued, I must request that all measures necessary be taken at once to ensure that as far as can be, the hands of the Palestine Government are not forced in such a way that they would have to admit immigrants above the quota. If this should happen, government would be quite impossible in this country.

8. The military measures taken up to the present have not resulted in a cessation of terrorist activities. Furthermore, martial law cannot be kept on in its present form. I feel, therefore, I should make it clear to you that in coming to a decision on immigration, it should be borne in mind that the situation here cannot but deteriorate under present conditions, and that if no increase in the quota is given, H.M.G. will have to accept a position where outrages will alternate with military action, becoming successively severer in character, without any guarantee that success will eventually be obtained in the establishment of law and order by measures short of open (war on the) Jews. If this is to be the policy of H.M.G., I must assume that they are prepared to face criticism which is bound to ensue (corrupt group) allow their hands to be forced later, which would place this Government in a quite impossible position.

9. MAY I ask for your very urgent consideration of this telegram?

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188.35  
Secretary of State  
Mr. F. Lloyd  
Mr. I. Thomas  
Mr. Martin  
Mr. D. Harris

War Office

Ministry

### Cabinet Offices

Foreign Office

Ministry of Defence

Dominions Office

Ministry of Transport  
Foreign Office Research  
Department

Mr. Trafford Smith  
Mr. Mathieson  
Mr. Higham  
Mr. Poynton  
Mr. Bennett  
Mr. Bigg  
Mr. Garstairs  
Mr. Barton  
P.O. to Prime Minister.  
Private Secretary.  
Private Secretary.  
First Sea Lord.  
Mr. G.C.B. Dodds.  
Private Secretary.  
C.I.G.S.  
Lt.Col. J.G. Atkinson.  
Lt.Col. W. Gore.  
Private Secretary.  
Chief of Air Staff.  
Sir H. Brook.  
Mr. Lusk.  
Mr. S.A. Armstrong.  
Private Secretary.  
Mr. G.W. Baxter.  
Mr. Beith.  
Private Secretary.  
Sir Henry Wilson Smith.  
Defence Registry.  
Mr. J.C. Robertson.  
Private Secretary.  
Private Secretary.  
Air Commodore P.O. Buss.

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